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ABSTRACT

In response to the competitive challenges of the emerging world economy, employers are looking increasingly to community colleges for the provision of job training to revitalize their work forces. While job training is an appropriate role for community colleges, its delivery, characterized by speed and adaptability, is contrary to most campus cultures, and calls for a new paradigm of teaching for the nation's workers. This book describes state-of-the-art economic development programs at community colleges. It's eight chapters are: (1) "A President's Perspective on Economic Development," by Richard J. Pappas; (2) "The Community College as an Economic Development Tool," by Charles C. Spence and Stanley Block; (3) "Federal Funding for Economic Development and Community Colleges," by David B. Canine; (4) "Partnerships with Senior Colleges and Universities," by Catherine B. Ahles; (5) "Serving Small Business," by Richard Shaink; (6) "Serving Big Business," by Frank G. Milligan and James L. McGuidwin; (7) "Working with Labor Unions," by Evan S. Dobelle and James Mullen; and (8) "The Fund Raising and Economic Development Linkage," by G. Jeremiah Ryan. (PAA)

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Community College Strategies for Collaboration

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Table of Contents

Chapter One

A President's Perspective on Economic Development

By Richard J. Pappas 1

Chapter Two

The Community College as an Economic Development
Tool

By Charles C. Spence and Stanley Block 7

Chapter Three

Federal Funding for Economic Development and
Community Colleges

By David B. Canine 15

Chapter Four

Partnerships with Senior Colleges and Universities

By Catherine B. Ahles 23

Chapter Five

Serving Small Business

By Richard Shaink 31

Chapter Six

Serving Big Business

By Frank G. Milligan and James I. McGuidwin 41

Chapter Seven

Working with Labor Unions

By Evan S. Dobelle and James Mullen 47

Chapter Eight

The Fund Raising and Economic Development Linkage

By G. Jeremiah Ryan 59

Introduction

One of the fastest growing programs at America's community colleges is the provision of economic development training for business and industry. The trend accelerated in the late 1980s as employers looked to community colleges for training to revitalize their work forces to meet the competitive challenges of the emerging world economy.

Job training is an appropriate role for community colleges, but its delivery, characterized by speed and adaptability, is contrary to most campus cultures. Controversy exists about the time and place of programs as well as the qualifications of adjunct faculty who teach the vast majority of the offerings. The partnerships that are being built among government, education, and business in the delivery of economic development training are the early wake-up call to a new paradigm of teaching our nation's workers.

This book is an attempt to provide a snapshot of the state of the art in economic development programs at community colleges. Each chapter has been designed to present this dynamic part of the community college mosaic from a different perspective. Richard J. Pappas, Harford Community College, has presented the viewpoint of a campus president. Charles C. Spence and Stanley Block, Florida Community College at Jacksonville, have provided the framework to consider the community college as an economic development tool.

David B. Canine, Richland College, has demonstrated that federal funding is still available to fuel the economic development engine of the community college. Catherine B. Ahles, Macomb Community College, has written a case study of collaboration between a community college and a senior institution to provide advanced training. Richard Shaink, Metropolitan Community College, has discussed how small businesses might be served, while Frank G. Milligan and James I. McGuidwin, Monroe Community College, have covered the complexities of providing training for large corporations.

The role of labor unions in the development and implementation of training programs in the workplace has been reviewed by Evan S. Dobelle, City College of San Francisco, and James Mullen, Middlesex Community College. I conclude the book by exploring the direct relationship between educational fund raising and economic development.

The economic development role of America's community colleges may very well be the cornerstone of a renaissance in the

education of the nation's work force. The community college movement, in concert with enlightened businesspeople, is shaping the future of industrial policy toward America's workers. This book is an attempt by the "pioneers" of the economic development age of community colleges to tell their story and to recruit new believers.

G. Jeremiah Ryan
April 1993

CHAPTER ONE

A President's Perspective on Economic Development

By Richard J. Pappas



ur nation's economic health and future could depend on community colleges, and the keystone for their involvement might be the role of the community college president. Former AACC President Dale Parnell points out in *Dateline 2000* that "A world-class economy depends upon the development of a world-class work force...Providing the education and training necessary to prepare the new generation of adult workers to perform at higher skill levels than in the past is a major challenge facing postsecondary education" (1990, p.8). Our country's economic well-being is in jeopardy. Our labor productivity actually declined in 1989 and 1990. Median family income since the early 1970s barely kept pace with inflation, and manufacturing job opportunities dropped 10 percent during the last year. The 1988 report of the AACC Commission on the Future of Community Colleges recognized that reacting to local economic needs is critical to the role and mission of the community college.

The concept of economic development appears almost universally in community college mission statements. However, the breadth and depth of programs and services vary greatly from college to college. While in many cases that is desirable based on community need, there are other reasons why some institutions are so involved in the economic vitality of their communities.

Community colleges, responding to a survey by the National

Council on Occupational Education, were asked to indicate if they participated in any of 57 activities designed to boost local economics. Although more than 80 percent reported conducting customized, on-site training, less than 30 percent housed an economic development agency or helped businesses obtain grants and contracts (Task Force on the Role of Community Colleges in Economic Development, 1988). In certain states individual community colleges account for a large percentage of training and programs. According to Lithicum (1985), five community colleges in Maryland in 1985 accounted for 82 percent of all enrollments in noncredit, state-funded courses for business and industry. Pinkey (1988) reported that five Maryland community colleges accounted for 67 percent of all enrollments in courses offered to business on a contracted basis. Gainus and others (1987) noted that three institutions in Kansas responded to the needs of 42 percent of all the businesses served by the state's 21 community colleges in 1985-86. In Illinois, six of the state's 43 community colleges accounted for 44 percent of all business employees served in customized training programs subsidized by economic development grants from the Illinois Community College Board (Palmer, 1990).

Although this information is revealing in the sense that few numbers of colleges are doing most of the work in economic development, it is not an indictment of community colleges. Institutional size, resources, state support, size of the business community, and other factors have a major bearing on how community colleges respond to the needs of business and industry. Community colleges are and should be the catalyst for economic development in their communities, and the community college president should be the agent to get the entire college involved in economic development. Joseph Cosand, former University of Michigan professor in community college education, said it best: "The president will by his or her actions and posture establish much of the climate within and without the college...Community education requires a community-oriented president, a president who is comfortable with all elements of the population...Business, industry, labor are all involved in the college and must be viewed by the president as part of his or her responsibility for providing them with great access" (1979, pp. 19, 21). Kopecek (1988) noted that the role of the president in economic development was not necessarily to attract new businesses (as most communities cannot, he asserts), but to foster a climate for companies to add potential new products at a measured pace and gradually increase production. Kopecek sees it more as a political process, and

he also stresses the need for the president to understand the environment and to develop strong ties with other local educational organizations.

Former St. Louis Community College District Chancellor Michael Crawford views the community college as doing whatever it can to assist in backing up and providing resources to other organizations to enhance economic development of the area. He regards community colleges as members of the economic development team (Long and others, 1984).

Cantor (1991) presents the community college as a focal point for a community's economic development. He makes two points: community colleges can solidify partnerships involving job training and community economic development by bringing together three traditionally parallel local delivery systems—the economic development system, the job training system, and the education system; and he indicates that the real results from economic partnerships may take a long time. The community college is likely to provide the continuity to support all the activities needed in economic development.

In many ways, the community college must be the catalyst for this process. Unfortunately, it isn't the entire community college that's normally involved with economic development. For example, the faculty have to be a critical part of the whole process. According to the AACC Futures Commission, "The community college needs to cultivate exchanges between faculty and the business world and promote the international dimensions of their programs to serve in a global economy. In the end, each partner in the effort should benefit from the collaboration by keeping staff current and upgrading facilities and equipment at the college, and by bringing vitality to the local industry or business" (1988, p. 38). Fifield and Fiifi Sam (1988-89) cite a study of community college international education programs by Elena Vassiliou of Cuyahoga Community College, Ohio, which indicates that only 13.9 percent offered any formal international business curricula. Fifield and Fiifi Sam state that since the study, programs have increased, but more emphasis needs to be placed on curricular development.

Faculty question how much economic development should be emphasized before it begins to divert attention from basic academic programs. Yet, it is not an either/or situation. It is the president's duty to encourage and to assist faculty to understand their critical role in economic development. The president must encourage faculty to reach new plateaus in curricular development and to assist business and industry directly.

In addition, the student service component, including child care, counseling, student and company outcomes, financial assistance, bilingual programs, wellness, and others, must be considered even more flexible when serving workers in business and industry. An example would be offering child care for third-shift workers' families who are attending classes on worksites.

Assessing training needs is just one component of economic development efforts. The president's relationship to other community leaders is also critical. He or she must understand not only the role the college is currently playing in economic development, but also the possibilities for the future. Links to community leaders will become the catalyst for economic development.

The community college is ideally suited to become a one-stop-shop for economic development. Too many communities have vital economic development offices scattered through the locality. The small business development center, Chamber of Commerce, county / state economic development offices, and private industry council offices are in one location; training facilities are usually located at the community college. However, many community colleges are suggesting putting all economic development offices under one roof. At Harford Community College, Maryland, this concept is becoming a reality: the creation of a one-stop-shop is the result of a partnership—the combined efforts of the county executive, business leaders through the Economic Development Advisory Board, and the college.

Colleges that strive to build this kind of partnership must rely on the person who is in charge of training and economic development at the college. This person must be a visionary, able to implement what the president has set the stage to have happen. This is not to suggest that others at the college won't develop innovative ideas and projects, but without the president's full support, it is unlikely to happen. Presidents must go beyond merely serving on local economic development boards; they must develop projects and exhibit leadership.

A primary responsibility of the community college president to lead and to help solve the service area county's primary problems, which include economic development. The president must

- Become an expert in understanding what economic development is and what it can become.
- Do more than serve on economic development boards. He or she must develop specific projects effecting a positive economic condition.

- Ready his or her institution to fully integrate economic development into the college's mission and capabilities.
 - Faculty must keep programs current, reflecting TQM, internationalization, advanced technology, computerization, and all relevant conditions affecting business and industry.
 - Student services must broaden its focus toward employees of businesses who have special needs.
 - Quality must be emphasized to all employees by empowering them to make decisions at all levels (potentially utilizing TQM internally).
- Suggest legislation that will provide incentives if local and state support is not there.

While it is not imperative to be the dominant organization to lead economic development in the community, it is critical that the president allow his or her institution to become a major contributor in the community's economic life. Without the president's presence and activity as a catalyst for economic development, a college will never achieve its potential. The reason some community colleges are innovators in this area can be traced to the president setting the environment, creating the possibility of change, and allowing staff to implement projects creatively. Whether attracting new businesses, retaining current businesses, or creating new business, the community college can and should be a major catalyst for these activities. But for any of these activities to occur within the community college, the president should also be a catalyst internally with staff and faculty and externally with community leaders. The economic well-being of our country could very well depend on this nation's community colleges.

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Richard J. Pappas is president of Harford Community College, Maryland.

CHAPTER TWO

The Community College as an Economic Development Tool

By Charles C. Spence
and
Stanley Block

A

s all ships will rise and fall with the tide, the quality of life in American communities will rise and fall with the ebb and flow of economic waters.

Poorly constructed ships with rotting beams and splitting planks can break apart in rough seas, and sturdy ocean vessels are more likely to arrive safely at their ports. Likewise, while some communities are crushed by turbulent economic seas, others safely ride out the storm. For the ship, a strong hull, proper maintenance, and a productive and efficient crew will likely ensure a safe voyage. For the community, proper planning, strong infrastructure, and a productive and efficient economic development team will help weather economic storms and ride high and fast in calmer waters.

Community college leaders must be a part of that economic development team, and the college itself can be an effective tool with which the team attracts thousands of jobs to its area. Simply stated, that is the goal of economic development—creating new jobs and improving existing jobs.

Businesses consistently consider the quality and availability of education in a locality to be a factor in deciding whether to start up, expand, or move there. Community colleges and educational institutions that choose not to participate in selling their community's economic development efforts drastically decrease their community's chances for success. Community colleges are therefore a basic neces-

sity of economic development.

For example, when American Express Travel Related Services was considering Jacksonville, Florida, as a possible location for its Optima Card operations center, the executives making that decision first and foremost wanted to know how Florida Community College at Jacksonville (FCCJ) was going to prepare the labor force of more than 1,000 people that American Express needed to fill its start-up positions.

American Express officials later recounted that a primary reason they eventually chose Jacksonville was because FCCJ was able to tell the company's executive relocation team that:

- FCCJ would assess the specific training needs of American Express
- FCCJ would work with American Express to develop a state-of-the-art training curriculum, including teaching materials that met the company's specific needs
- FCCJ would provide American Express with quality instructors and quality instruction at a fair price to get the job done within the necessary time frame

Like any business striving to succeed in today's economy, American Express is committed to serving its customers. Businesses expect that same commitment to quality when they seek training services from colleges.

Developing a Market Mentality

America's community colleges serve a variety of individuals who can be sorted into several easily identified markets. For example, community colleges are probably best known for serving the market of individuals who seek a low-cost, local, and high quality outlet for the first two years of college education. Community colleges are able to tap this market because they best meet its needs.

The economic development market, however, is not one that community colleges can capture easily through their traditional design. This market will not knock on the college's door simply because there is a door on which to knock. Community colleges have to capture this market with a free enterprise mentality. It is a market for which community colleges must compete, and it is a market that community colleges can and should win. A college's ability to work in cooperation and consensus with economic development partners will define a community's ability to be successful in the economic

development arena.

Community colleges almost always have resources to contribute to the achievement of their communities' economic development goals and objectives. Community colleges, however, must first assess their own business practices and, if necessary, adapt those to the needs of the economic development market to be a successful contributor to the overall effort.

As participants in private industry recruitment, community colleges must operate more like private industry than they do when serving other markets. Community colleges must expect to be evaluated as a private industry component. They must embrace the concepts of accountability and customer service. Community colleges must, at least in their economic development efforts, shed bureaucratic baggage in favor of a more flexible, more responsive private-sector personality.

However, the "culture" of most community colleges is guided by faculty and administrators who grew up in traditional college settings. Community outreach, entrepreneurship, and flexibility of curriculum are not always supported in some colleges. Developing a commitment to flexibility, responsiveness, and market competition is often difficult for colleges because it violates the more traditional values.

In economic development, community colleges do not have the usual public sector advantage of being the only game in town. Companies shopping for a relocation site in city A can just as easily invest in city B or city C if those cities are offering a more attractive package.

A responsive operating personality will help any community college influence a corporate client's final location or relocation decision, but one of the top factors in the corporation's final decision will always be the availability and the quality of the labor force. A community that lacks a potential labor force eliminates itself from the list of potential business relocation or start-up sites. The greatest contribution a community college can make to its community's economic development efforts is the commitment to making sure the work force will be available and trained to the specific needs of the business when the business begins operations in that community. Community colleges have the expertise to shape the local work force. Potential corporate clients need to be convinced that the community college is committed to shaping that work force for their specific needs.

The college demonstrates its commitment by employing a staff

support network that can provide a rapid response to specifically targeted training needs. The college may include additional staff to serve the client and deal with administrative bureaucracies to get the job done without tangling the client in a web of policies, procedures, and rules. The college's president and board of trustees must also demonstrate their commitment.

College personnel should actively participate on the community's economic development team. The college may even seek a leadership role in its community's development endeavors. Having college administrators actively seeking new business for the community sends a very powerful message to the private sector that "Not only are we willing to train, but we are eager to train."

Community colleges best demonstrate their eagerness through action. An important first step is to evaluate the private sector's training needs and adapt the college's "marketing mix" to meet the specific needs of existing or potential corporate clients. Courses (the community college product) can be restructured to fit the business environment, and the time and place that courses are offered can be geared within private sector parameters.

Community colleges can contribute to the economic development effort of the community by using their legislative influence to lobby for state economic development aid. They can tap public resources such as vocational, technical, and adult education grants to fund the training that potential corporate clients will need, and they can aggressively seek industry improvement grants to help upgrade the skills of people employed in existing jobs. Community colleges can add their support to the overall community's effort to secure dollars for infrastructure improvements necessary for the corporate client's new physical plant.

The need for a quality labor force does not cease once the corporate client is up and running. Following the initial training of the labor force, service to the client must continue with advanced training, training for changing and emerging technologies, employee upgrade training, and continued entry-level training to replenish the employee base lost through various transitional factors. A clear demonstration of long-term commitment will help the economic development team convince a corporate client that the community college has invested in a success-oriented endeavor.

Allotting a portion of its resources to the community's economic development process represents another weapon the community college can engage to capture the private sector market. The college may assign a top administrator to work part time with the chamber

of commerce. College policy may allow other administrators and professors to serve on business development boards or committees as part of their job responsibilities. A college may establish its physical location as an economic development headquarters for the community. The college's board of trustees may urge the college's leadership to participate with chamber of commerce economic development missions to visit potential corporate investors.

FCCJ demonstrated its investment in the northeast Florida and Jacksonville areas' economic development efforts by establishing the college's Urban Resource Center. Physically, the Urban Resource Center headquarters building will be a 55,000-square-foot, four-story structure that will open in 1993. Philosophically, it represents FCCJ's desire to help individuals improve their job skills and make the northeast Florida labor force more attractive to private sector employers seeking to locate, relocate, or expand.

The Urban Resource Center will eventually serve every level of the work force from the uneducated and unemployed to currently employed top management. It will house computer assessment and training facilities, and it will act as a technology transfer agency. It will provide basic skills training to the functionally illiterate segment of Jacksonville's work force in conjunction with, and in the context of, specific job skills training.

In short, it will be market driven. The center is being developed in full partnership with the business, industry, government, and civic communities of Northeast Florida to meet the area's specific work force and economic development needs. If those needs change, the Urban Resource Center will adapt to meet the changing needs.

Even prior to the opening of the Urban Resource Center's building, the center has assisted the college in identifying and implementing job skills programs that will help people improve as individuals and workers. These work force training initiatives also are making an impact on the chain of poverty and illiteracy that strangles America's culture and productivity.

Because individuals will become more skilled at what they do, FCCJ is helping to provide the northeast Florida business community with a more productive and motivated work force. As a by-product of this economic development effort, FCCJ is attacking the social viruses that infect our nation's metropolitan areas.

As other businesses shop for new labor markets, Jacksonville will be appealing because of initiatives such as the Urban Resource Center and the well-rounded commitment it represents to providing a skilled work force for the private sector and an improved quality

of life for northeast Florida citizens.

One of the greatest assets a community college can offer to an area's economic development efforts is success in past efforts. Jacksonville attracted AT&T Universal Card Services to its city limits in large part because the city's economic development team did such a good job of welcoming AT&T American Transtech just a few years prior.

When Merrill Lynch was scouting the area, FCCJ and Jacksonville's economic development specialists were able to walk their relocation teams through the college's "resume" and "portfolio" of work force training accomplishments, which also include service to B.F. Goodrich and the Omni Hotel.

Expanding Markets

A community college opening itself to the economic development market for the first time does not have the advantage of past successes, but it can expand its efforts with existing businesses to serve as a potential model for future corporations seeking to relocate or expand.

For instance, a community college could establish itself and market itself to its existing business community as a technology transfer conduit. The college would act as a resource bringing vendors and users together for demonstrations of products that could enhance business productivity and efficiency. The college could then position itself as a potential training agency for an employer's work force should the employer upgrade to the new technology.

The college could assist growing businesses and small businesses in the community by establishing itself as a clearinghouse for market research and business data that entrepreneurs would not otherwise have access to or may not even know about.

A community college that initiates innovative support of the existing business community and its labor force will have models of success and models of commitment to exhibit for potential business neighbors looking for new homes.

Economic development is a public and private partnership. The community college's participation in that partnership is an absolute necessity. The college's commitment to serving the needs of business and industry is simply the most powerful tool it can offer to the community's total economic development effort.

Along with the responsibility of being part of that partnership, the community college will share in the wealth derived from the

partnership's success. Community colleges linked to successful economic development projects will experience increased enrollment, greater respect within the political arena, and a boost in corporate support gained through partnerships forged for a common good.

Economic development requires community colleges to assess every aspect of their operational traditions and ask: How can we do this differently to meet the needs of business and industry in our service area? Success will require a positive vision and the courage to transform that vision into reality.

Community college leaders must accept the responsibility of economic development to serve the individuals of their communities and to ensure that America's work force has the intellectual strength to compete and win in the global marketplace.

Charles C. Spence is president of Florida Community College at Jacksonville. Stanley Block is executive director of Florida Community College at Jacksonville's Urban Resource Center and executive director of community economic development for the college.

CHAPTER THREE

Federal Funding for Economic Development and Community Colleges

By David B. Canine

A

ll federal funds support economic development. A primary reason that the Maryland and Virginia counties bordering the District of Columbia rank among those with the highest per capita incomes in the nation is their proximity to the largest source of federal funding--salaries for federal employees. Within this context, any federal funds that a community college captures support local economic development. While this may seem obvious, it is an important fact in those many communities where the community college is an accepted component of the area's economic development activities. A community college that is bringing in millions of dollars of federal aid must be seen as an important economic development entity.

More specifically, however, the federal government provides funding designed to achieve two economic development goals. Community colleges can receive funding to help reach either of these goals. First, federal funds are awarded to projects that will directly increase a community or region's economic development capacity. These funds depend upon a strong demonstration of their immediate economic impact upon the target area. Second, federal funds support programs to assist individuals who must develop or strengthen their employability skills to become, or remain, active contributors to their community's economic development.

Direct aid to strengthen economic development activities is an

important governmental function, important enough to have its own government agency, the Economic Development Administration (EDA), located in the Department of Commerce. EDA funding must result in an immediate, direct economic benefit to a defined region; EDA funds have been used to construct industrial parks, strengthen the infrastructure, and lure corporations to communities across the nation. Any economic development organization seeking to strengthen its capacities has probably dealt with EDA and sought EDA funds.

EDA does not recognize that higher education institutions can have an immediate, direct economic benefit to a community solely by their existence, but this does not mean that community colleges cannot be heavily involved in EDA-funded projects, even to the extent of directly receiving EDA funds. EDA recognizes that training the employees of firms affected, if not endangered, by the rapid pace of technology has an immediate economic benefit to the community. Clinton Community College, Iowa, received EDA funding to build a graphic arts and printing technology center to provide training for the employees of printing and graphic arts-related firms throughout Iowa and adjacent states. Tyler Junior College, Texas, also obtained EDA funds to help build a regional economic development center to provide east Texas with a variety of services.

A community college that plans to investigate EDA funding for a project must have close ties with area economic development agencies and the industries that will benefit from the project. The project must demonstrably increase employment opportunities in the area by attracting new industry, encouraging local industries to expand, or discouraging those industries from closing, moving, or downsizing. To assure funding, local economic development agencies and industries must make a commitment to support the college's project. EDA funds will not pay for more than 50 percent of the direct costs of a project; the college must demonstrate that the other funds for the project are immediately available. However, a community college that has taken its mission seriously, developed its role as an integral component of the community's economic development plan, and identified a legitimate need for EDA support should investigate the agency as a source for significant project support.

Federal support for economic development that community colleges could access is indirectly available through other programs in the Department of Commerce and in other federal agencies. These funds tend to be awarded as discretionary funds or as a component of a larger project; they have to be unearthed while searching the

labyrinths of the federal agencies. This means that a community college wishing to find funding for economic development activities must be closely aligned with its local public and private economic development entities. These are the agencies that can help direct the search toward favorable federal offices. A college that has such a relationship and is willing to initiate creative activities to strengthen the community can realize significant benefits not only for itself, but also for the community.

The Eastern Iowa Community College District (EICCD) used such a creative approach to build a new administrative center and downtown campus. In the mid-1980s the Davenport city government was greatly concerned about the flight of businesses from downtown and the area's subsequent deterioration. City planners designed a regional transportation facility to be built downtown to serve as the hub for all mass transit in Davenport and the adjoining Quad Cities. At the same time, the EICCD leadership identified two critical needs: a need to build a new district administrative center, and a need to develop an educational presence in downtown Davenport to serve a segment of the community that did not have easy access to the current college campuses. Davenport officials applied for an Urban Development Action Grant (UDAG) to construct the transportation center, but they needed to provide a match of at least 50 percent of the total project costs. EICCD was able to provide this match by agreeing to build a combined administrative center and downtown campus as the second floor of the transportation facility. In addition to increasing community support by providing the matching funds that made the project eligible for UDAG support, EICCD acquired a new facility that was accessible to all segments of the community, since every bus in the transit system connected through the transportation facility. Such creative economic development projects can be initiated and funded by entrepreneurial community college leaders anywhere in the country.

While direct federal support for economic development activities is generally accepted by the public and local and state officials, the importance of funding to individuals is not as universally welcomed. However, federal funds have supported job training in various guises for much of this century. Job training became a national issue with President Johnson's War on Poverty in the mid-1960s. An obvious solution to vanquishing poverty is to develop a system that gives every citizen skills he or she can employ to earn a living. In those heady days this seemed to be a reasonable goal as Congress and the President approved the Manpower Development

and Training Act (MDTA). While insufficient funds would realistically prevent the services from reaching every citizen, the goal of the MDTA was to teach employable skills to every person who could be reached.

Over the next decade the idealism of that period was tempered by reality, but the principle that significant federal support should be provided for job training became a cornerstone of the Department of Labor. In the mid-1970s MDTA was succeeded by the Comprehensive Employment and Training Act (CETA), which expanded job training services to include a focus on providing employment opportunities for participants. CETA funds were used extensively to support on-the-job training for public sector employers.

Public dissatisfaction with this employment program and perceived abuses led to the Job Training Partnership Act (JTPA) in 1982, a piece of legislation that brought together the diverse philosophies of Senators Edward Kennedy and Dan Quayle as primary sponsors. JTPA maintained the job training principles of CETA, but added a strong emphasis on local private sector guidance in administering the funds. On-the-job training is still an important aspect of JTPA's functions, but it must now be with a private employer and is subject to much greater oversight and restrictions. The JTPA legislation also recognized the futility of providing direct job training to individuals with severe academic and social deficiencies without also providing services to address these concerns. JTPA funds can be more easily used to enroll clients in remedial education classes and to help pay for supportive services such as child care and transportation. The emphasis is still upon giving an individual employable skills, but the JTPA legislation recognizes that this result is more easily obtained when the person has overcome all of the obstacles to learning a job skill.

While the majority of JTPA funds are allocated to training disadvantaged adults and youths, funds are also available for several special populations such as displaced homemakers, older workers, and dislocated workers. Additional dislocated worker funds under Title III of JTPA are available directly from the Department of Labor when a plant closing or layoffs will affect a large number of workers.

Reflecting the Reagan Administration's move toward strengthened local control of federal programs that dominated the 1980s, the JTPA legislation dictated that funds were to be controlled by local private industry councils (PICs) composed of representatives from local employers and employment and training agencies. The major-

ity of PIC members must represent the private sector, and the chair is usually from the private sector.

JTPA funds are initially passed from the Department of Labor to the governors of each state. However, JTPA legislation limits the governors' powers; most of the funds must be passed on to the PICs. Each state is divided into service delivery areas (SDAs), which are the regions the PICs control. All JTPA money for the SDA is sent to the PIC as the JTPA contractor. The PIC is the entity that actually administers and disburses the money to provide job training and supportive services.

The composition, function, and effectiveness of PICs beyond the basic legislative requirements vary considerably from state to state, a reflection of the decentralized character of the system. In some SDAs, particularly in urban areas, the PIC has developed its own job training and supportive services, perhaps in partnership with community-based organizations. In these situations, the PIC becomes a powerful force in job training in the community, sometimes even developing its own external fund-raising capabilities to allow the PIC to expand into related activities. In many other communities, however, the PIC has elected to rely upon currently available resources, such as public agencies and community-based organizations, to provide the job training and supportive services.

Similarly, the role of two-year colleges in JTPA varies across the nation. In states such as Iowa and Tennessee, community colleges are actually the contracting agencies that receive JTPA funds for the PIC. These colleges must establish a separate JTPA division to administer the funds under the PIC's direction. However, with this separation of functions, the community college is eligible to bid for subcontracts and operate JTPA-funded programs. In many communities, especially in rural states, the community college is the local institution with the greatest capacity to provide job training and supportive services. As the PIC contractor, the community college is able to better coordinate administration and job training activities. In addition, the college can provide significant operational support such as data processing and accounting services at little or no cost to the PIC, which results in more funds being available to serve JTPA clients.

In most states, however, community colleges submit proposals to the PIC to operate JTPA programs, usually in response to a request for proposals (RFP) released by the PIC. The RFP states what services the PIC is seeking and how to apply for the funds. Community colleges are natural agencies to receive a large amount of JTPA funds

since JTPA's mission closely parallels the community college mission. Some community colleges, such as Cuyahoga Community College in Cleveland and Florida Community College at Jacksonville, have developed large JTPA-supported programs that receive \$5 million to \$10 million annually. The Dallas County (Texas) Community College District's Edmund J. Kahn Job Training Center operates as a separate facility that receives almost all of its funding from JTPA programming. Other community colleges, including Mt. Hood Community College in Oregon and Miles Community College in Montana, have combined JTPA funds with other funding sources to establish comprehensive programs for special populations.

While state funding formulas usually do not provide reimbursement for fully funded JTPA programs, most community colleges still benefit from operating programs. JTPA clients who are ready for job training frequently enroll at the local community college in programs for which the state provides reimbursement. Many of these clients are products of the preparatory programs that community colleges can offer. A study of 20 PICs conducted by the Dallas County Community College District showed that Texas community colleges provided a variety of preparatory and supportive services for JTPA clients including academic assessment; ABE, GED, ESL, and remedial courses; GED testing; study skills training; career guidance; entrepreneurial training; and financial management and stress management courses. In fiscal year 1991 these 20 PICs provided over \$7 million to community colleges to serve 6,400 JTPA students.

The extent of a two-year college's involvement in JTPA-funded programming is a philosophical question that should be addressed by the college leadership. A 1989 survey conducted by the National Employment and Training Consortium (NETWORK), an organization seeking to increase two-year college participation in employment, training, and literacy efforts, indicated that over 50 percent of the nation's community colleges were involved in JTPA-supported training at some level.

While JTPA is the primary source of federal job training funds, several other federal programs can provide additional funds to enhance JTPA programming. The federal government has supported vocational education for most of this century. In 1991 the Carl D. Perkins Vocational Education and Applied Technology Act extended federal funding for vocational education for another five years. The new Perkins Act continues the emphasis on serving special populations by providing increased employment opportunities for members of these groups. These funds can be coordinated

with JTPA funds for special populations to create strong job training programs at community colleges. While the extent of vocational education funding going to community colleges varies widely across the country, innovative programs that effectively combine funding sources and offer reduced administrative costs must receive attention from the state office that controls vocational education funds.

Welfare reform also offers an opportunity for community colleges to combine funds from several sources to offer strong programs. Through the JOBS program, federal funds are allocated to state agencies to assist welfare recipients in obtaining job training that will help them find employment and leave the welfare rolls. Coordination of these funds with JTPA funding is a goal of the program that is implemented in varying forms from state to state. However, most states are attempting to use funds from both sources cooperatively to again offer greater training opportunities for less cost. Community colleges can certainly play a role in this, and have in states such as New Jersey and Iowa.

As this chapter is being written, the federal role in supporting job training for individuals is coming under intense scrutiny. Apparently, any job training program that concentrates on serving society's least employable segments experiences a cycle of acceptance, abuse, criticism, and reform. This cycle has already led from MDTA to CETA to JTPA. Recent articles in popular publications alleging abuses of the JTPA system are prompting calls for reform from the public and in Congress.

The Department of Labor and several legislators have proposed legislation to reform JTPA, and similar initiatives are underway in the states. The governor of Massachusetts recently moved all job training programs in the state, including JTPA and vocational education, under the purview of the state Department of Education. Iowa's governor is considering a plan to place all of the state's economic development activities under the control of the state's community colleges. Other states are investigating similar configurations.

The underlying theme of these initiatives is to consolidate all economic development/job training programs into a single administrative entity. The hoped-for result is better coordination among the programs, a more efficient use of limited resources, and more effective economic development services for communities and individuals. As economic competitiveness continues to be a critical factor in this nation's presence in the global marketplace, strengthening every community's economic development capabilities re-

mains a priority.

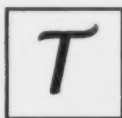
Within the year, changes will probably occur in JTPA as part of these comprehensive reform efforts. Possibly, a new program with its own set of initials will replace JTPA when the legislation is reauthorized. However, the principle of federal support for job training is embedded in the American system; it will not disappear soon. Community colleges have an obligation to become fully involved in this job training and in their community's economic development activities, both to fulfill their missions and to contribute to the nation's continued strength.

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CHAPTER FOUR

Partnerships with Senior Colleges and Universities

By Catherine B. Ahles



he 1980s saw a movement toward the creation of stronger partnerships between community colleges and senior colleges and universities, driven by three powerful forces: competition for students, demands by adult students for more accessible education, and declining resources. To the lay person, a close and collegial working relationship between a local community college and a senior university seems natural, and yet for many years this cordial working relationship has been absent. Often those in education are asked, "Why has it taken so long for emphasis on this obvious alliance to emerge?" The answer becomes clear when we examine the history of education in the United States.

University-level education has always been part of the American fabric; nine degree-granting colleges were established prior to the American Revolution. However, until the Morrill Act of 1862, which established the nation's system of land-grant state universities, a university education was available only to those elite few who could afford to spend considerable money and years in the pursuit of study. The post-Civil War shift in American public policy to the ideals of democracy, equality, and freedom resulted in the birth of the "junior college" concept around the turn of the 20th century.

The Truman Commission on Higher Education, appointed in 1946, is widely credited with inventing the term "community college" and with emphasizing the importance of a community learn-

ing resource that could provide opportunities for students to study after high school—especially for those who could not move away or could not afford to attend a university. Community colleges were positioned specifically to help students overcome economic barriers. For 30 years, they worked to create a clear and separate mission and identity from senior colleges and universities. Collegiality and cooperation were valued, but true collaboration was not vigorously sought.

The Need for Partnering

Following the recession of the early 1980s, this began to change. No longer do we view education as a terminal process aimed at obtaining employment skills. Instead, we have come to view education as a lifelong process of growth and adaptation to the changing world around us.

Data from the Hudson Institute and the U.S. Bureau of the Census confirm this. In 1987 the educational attainment levels of the U.S. work force included:

- 24 percent high school dropouts
- 39 percent high school graduates
- 17 percent some college
- 20 percent college graduates (Lorenzo, 1990)

However, forecasts for the world of work in the year 2000 indicate that, in order to compete economically, we will need:

- 13 percent high school dropouts (a decrease of 11 percent)
- 35 percent high school graduates (a decrease of 4 percent)
- 22 percent some college (an increase of 5 percent)
- 30 percent with college degrees (an increase of 10 percent) (Lorenzo, 1990)

Thus, educators are attempting to facilitate a shift within 15 percent of the U.S. population, from noncollege-educated to college-educated.

The potential impact of such a shift, if achieved, is also well-documented. A recent study shows a clear relationship between level of education and expected earnings. While the median income of people who did not graduate from high school was \$13,008 in 1989, those earnings increased to \$21,009 for high school graduates, \$26,385 for those with up to three years of college, and \$34,162 for those with

bachelor's degrees (Michigan Future, Inc., 1991). Economic benefit of increased education to individuals is clear.

Thus, one of the strongest arguments for the creation of educational partnerships emerges. In the 1990s and beyond, one focus of education policy in the United States will be to create a pipeline of college-bound students, allowing us to pull that 15 percent of our working population from the ranks of high school-educated or below to the ranks of college-educated. Easing the transition of students from high school to community colleges gives rise to localized partnerships. Simplifying the transition of students from community colleges to senior colleges and universities demands regionally based partnerships.

What are the characteristics of effective partnerships in higher education? Since the mid-1980s, authors have studied the models and outcomes of various partnership arrangements. Hord (1986) produced a definitive work on organizational collaboration, which identifies two umbrella strategies:

- Cooperation is a process of two organizations working fairly independently toward some commonly agreed-upon goal
- Collaboration entails joint planning, joint implementation, and joint evaluation of a program or project

Collaboration, generally seen as the more effective of the two implementation strategies, is further identified as providing these benefits to an organization:

- Joining resources and dividing labor
- Alleviating academic isolation
- Sustaining motivation through commitments to the other collaborator
- Creating energy through interpersonal relationships to complete projects

Bachelor's Degree Partnerships

During the mid- to late-1980s, community college students, experiencing lifestyle-based barriers to attending a residential university and possessing new attitudes of consumer advocacy, began to pressure community colleges in some parts of the nation to provide opportunities to earn a bachelor's degree. The students also wanted to preserve the attributes that make community colleges so

attractive—relatively low cost, proximity to home, and scheduling with sensitivity to the needs of working adults. As a result, the new concept of a “bachelor’s degree partnership” between community colleges and local four-year colleges or universities was born. Although many programs are in place around the United States and more are on the drawing boards, three partnerships are often cited as models.

University Center at Macomb Community College

Macomb Community College’s bachelor’s degree partnership program is housed in the college’s 70,000-square-foot University Center. The program provides students with a full range of educational and co-curricular services that comprise the “college experience,” producing personal growth characterized by exposure to the breadth of life, acceptance of diversity, commitment to issues, a sense of caring, and a frame of mind open to change (Lorenzo, 1989).

This program was devised to serve a county where only 13.5 percent of the residents have a bachelor’s degree. It was also devised to serve a pent-up demand: 29.4 percent of Macomb County residents have one to three years of college but have not finished a college degree. Previously, Macomb County did not have a bachelor’s degree-granting university within its borders.

The five colleges currently participating in the program are Wayne State University, Central Michigan University, Walsh College of Accountancy and Business Management, Oakland University, and the University of Detroit-Mercy College. Between them, the senior universities offer 15 full-degree programs—a characteristic that distinguishes this program from the more frequently seen “college extension center.” Classes are taught on site by university professors, and the programs are administered by on-site members of each university.

Enrollment during the first year of operation (1991-92) was 2,500 students, 63 percent women. The average student is 31 years old, a second-semester junior, and commutes 12 miles one way to class. Sixty percent cite location as the most attractive feature of the center. Seventy-one percent are former students of Macomb Community College.

Another distinguishing characteristic of this program is the public policy base. The program is locally financed through a four-year, one-third mill tax levy. This financing, originally approved in 1988, was recently renewed by the voters in Macomb County for another four years. MCC officials like to stress that, in addition to the

five university partners, this program has another major partner—the citizens of Macomb County.

Multi-University Center at the College of DuPage

The College of DuPage, Illinois, has created a different partnership model. Located in the high-tech corridor in the western suburbs of Chicago, DuPage's Multi-University Center offers bachelor's and master's degrees through the Illinois Institute of Technology, Northern Illinois University, and the University of Illinois-Chicago and Urbana-Champaign.

Programming is influenced by the high-tech flavor of local employers and includes such subject matter as engineering and computer science. The programs are offered on DuPage's campus in dedicated space but are heavily dependent on technology for delivery systems, including use of interactive video. This program is financed by a grant from the Illinois Board of Higher Education.

Rochester Community College

Two-Plus-Two Program

Rochester Community College, Minnesota, serves a district of about 100,000, most of whom are city of Rochester residents. Until recently, no four-year degree-granting institution existed in the county. In the early to mid-1980s, however, the demand for undergraduate and graduate programs began to emerge, spurred on by the growth and development of a strong economic base. Following a study completed in 1986, a citizens committee determined the need for improved educational access, especially in areas such as electrical engineering and computer science.

Consequently, in 1986 RCC established a campus-based two-plus-two program with Winona State University. This program, which was established by joint agreement between the partners, was aimed at facilitating the pipeline of students from the community college to the university by giving the community college students immediate local access to a university education. The program was successful enough to entice the University of Minnesota, which had been offering select courses on RCC's campus, to come on-line with a similar partnership program in 1991.

The Winona State program offers 16 bachelor's degrees and three master's degrees. The University of Minnesota program offers seven graduate degrees and five certificate programs. Last year, the Winona State program attracted 2,000 students, and the University of Minnesota program attracted 500 students, an impressive number consid-

ering that the enrollment of Rochester Community College is approximately 4,000.

In the early years, the program was housed in a building on the Rochester Community College campus. Phase I of a new building, called the University Center, opened this fall. This building houses administrative offices for Winona, RCC, and the University of Minnesota. Phase II will provide classroom and laboratory space.

Servicemembers Opportunity Colleges

A unique partnership established under the leadership of the American Association of State Colleges and Universities (AASCU) and the American Association of Community Colleges (AACC) is the Servicemembers Opportunity Colleges (SOC). According to Allan W. Ostar, former president of AASCU, SOC "was the first really successful national effort in facilitating transfer between community colleges and senior colleges and universities for members of the military service" (Ostar, 1991, p. 24).

In 1990, according to Ostar, SOC enrolled more than 368,000 service members and graduated more than 27,000 students with associate or bachelor's degrees. This was done while overcoming what some have seen as insurmountable barriers to providing postsecondary educational services to military personnel. Those barriers include the need for extraordinary flexibility in "admissions, credit transfer, and recognition of applicable learning, including that learned in the military, in the scheduling and format of courses, and in academic residency requirements in order to offset service members' mobility, isolation from campuses, and part-time student status" (Ostar, 1991, p. 24).

Opportunities in the Future

Increasing competition for students, demands for access, and declining resources provide a prime opportunity for community colleges to forge new partnerships with business and industry, colleges and universities, and other important stake holders in order to advance higher education. John M. Terrey stresses the importance of such alliances. "Tomorrow's community college leaders," he said, "must be able to merge the local concerns of business and industry, citizen groups, elementary and secondary education, and political officials with the statewide interests of the legislative and executive branches of government" (Terrey, 1984, p. 71). Only with political acumen, he asserts, can the public policy necessary to advance higher education be shaped.

Likewise, leaders at research universities should partner with community college leaders to influence unfavorable external factors. S.V. Martorana identifies the "traditional antagonists" of higher education—ignorance, intolerance, bigotry, and limits within science and technology—and details the new threats, which include competition for scarce resources, demands for accountability, and unfavorable public policy, as the rallying points in higher education today.

Martorana points to two broad concerns among postsecondary education leaders that are driving the need for reform among colleges and universities nationwide:

- The need to strengthen the sense of community in America and to contribute to students' sense of social responsibility and membership in the emerging global village
- The need to recognize the emergence of the information age and to help individuals and technologies adapt to it (Kintzer, et al., 1985-1986)

From a more specific perspective, Martorana advocates an agenda for partnerships between community colleges and universities that is aimed at advancing the role postsecondary education plays in American society:

- Institutions should work together to educate stake holders about the mission of higher education in our society, explaining the contributions made by both community colleges and research universities to local, state, and federal governments, business and industry, and social and cultural organizations
- Joint research should be conducted to expand the body of knowledge regarding institutional effectiveness in such areas as teaching effectiveness, public policy formation, financing, and leadership practices
- Leadership and staff development programs such as the Kellogg Leadership Program and field-based doctoral programs provide opportunities for the development of mutual problem-solving approaches and encourage collegial professional relationships
- Joint efforts toward improving performance and achieving excellence in postsecondary education provide opportunities to work toward a common goal

Conclusion

As we look toward the year 2000, the common problems faced by both community colleges and universities—the problems of competition for students, demands by adult students for more accessible education, and declining resources—provide a powerful common agenda for cooperation between these two elements of higher education in the United States.

The opportunities to advance the mission of higher education will be more plentiful if, according to Martorana, we engage "more seriously than ever in joint local, regional, and state planning and action; more joint monitoring of social, economic, and cultural changes, as well as state and federal legislation and related shifts in public policy within which they must work, and more exploration of ways to bring their particular resources, personal and material, to bear on their common antagonists" (Kintzer, et al., 1985-86, p. 43).

This joint approach will bring a clearer understanding of the unique role that community colleges and universities play in our system of higher education, allowing us to simultaneously niche our services and assist each other in meeting the challenge of achieving the finest system of higher education.

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CHAPTER FIVE

Serving Small Business

By Richard Shaink

"If we are to remain a country whose workers earn high wages, we will need a high-performance, high-skill work organization" (Gonzales, 1991, p. 28).

The economic health of a community depends in large measure on the ability of its small businesses to create and retain good-paying jobs. Better-paying jobs are more likely to yield a better standard of living and quality of life. Government sources estimate that small firms are responsible for creating 36 percent of all new jobs, while other researchers claim the figure can run as high as 88 percent during poor economic times (Gray, 1991).

To create and retain high-paying jobs, small firms and their work forces must become and remain globally competitive, and community colleges are uniquely qualified to help. According to Moebius, "A target market best served by community, technical, and junior colleges is the owners of small and medium-sized firms whose prosperity depends on extending their markets into other nations. Many of these firms are managed by self-made entrepreneurs with narrowly focused technical education or business skills, and they need the customized training that a community college can provide" (1988-89, p. 40-42).

Perhaps the greatest asset community colleges have to offer is

their ability to change or create products and services to better meet the needs of small business, often through cooperative partnerships with other community groups. The challenge, however, is to identify and deliver college products and services to small business in a practical, effective, and efficient manner that will economically benefit the businesses and the community.

Understanding Small Business

Defining what is meant by "small business" makes it easier for college personnel to identify such firms in the community so that existing or future products and services can be packaged and delivered to meet their unique needs. The Small Business Administration uses a table published by the government in the *Standard Industrial Classification (SIC) Manual* as a guide to what constitutes a small business. The SIC is subdivided into nine divisions of economic activity. Within each classification division a small business is also identified by either its number of employees or by the annual gross revenue generated as averaged over a three-year period. The size or revenue criteria vary within each classification.

Unless community college staff are counseling small businesses or entrepreneurs for SBA loans or for federal acquisition programs, the data found in the SIC Manual alone may not yield enough information from which to design, develop, and deliver meaningful college products and services to small business.

The challenge in working with the small business community is to figure out how to subdivide the population into like kinds of groups (target markets) with similar needs. Then comprehensive needs analysis surveys can be taken to identify or develop the products and services that will meet the target market's specific needs. For instance, a small business target market can be generated using size as a factor (10 employees or less) in combination with the SIC division category factor of manufacturing firms. Because the SBA definition is so encompassing, for purposes of this discussion a small business is characterized as having 100 or fewer employees (with most having fewer than 20 employees) and generally owned by an individual, family, or small group of individual partners.

Other characteristics for subdividing small business firms may help with the distribution of limited economic resources. Such factors include the length of time a business has been in existence and the type of employment the company provides to the community.

The length of time a company has been in business will be a determining factor in the type of training and services needed. In

general, small firms may be characterized by the number of years they have been in business: pre-start-up (entrepreneurs), new start-up (less than two years), and existing (two to five years, five to 20 years, more than 20 years). Each stage tends to have different concerns.

For economic development purposes, it is also important to identify whether a company is a primary employer or secondary employer. Ellis and Brenier (1989) describe primary employers as businesses that draw money into the community. Most farming and manufacturing enterprises are primary employers because they sell their goods beyond the community. Stores, repair shops, schools, and churches are secondary employers because they bring little or no outside money into the community but survive on the recirculated money once brought in.

There are exceptions to this designation. Some communities include retail outlets, schools, and colleges that draw customers in from great distances and would be considered primary employers. From an economic point of view, it becomes important to identify as closely as possible the potential sales draw of a business. If colleges and communities had unlimited resources, the choice of where to spend dollars for economic development activities would be much easier. But, since most colleges and communities are under financial restraints, the collective prioritizing of the limited economic development dollars must be targeted to those small businesses with the greatest potential to provide primary employment. Secondary jobs are generated from the growth of primary jobs. For example, a community can target a certain industry for economic expansion and thus include many small businesses within that targeted industry. Perhaps the targeted industry could be linked with other state and national exporting efforts. Small businesses would benefit from the economic development effort through technical and management exchanges that are not normally cost-effective for one small firm. Through an exchange, the community also benefits because the small businesses collectively have the same impact as a large company, with the added advantage of a mutual diversified investment portfolio. The economic success or failure of the community is spread over the financial outcomes of many smaller businesses instead of dependent on the fate of one large company.

Identifying the needs of small business can be accomplished through internal college primary and secondary research, and/or through interaction with community resource groups such as trade associations, chambers of commerce, and government agencies.

Understanding the needs of small business comes best from interacting with them. Referrals and requests for service may be provided by people within the college, from individuals who have done business with the college before, from phone responses to advertisements, and from contacts made by college personnel at professional and community functions. Nearly all contacts will need to be followed up with other research-gathering techniques. Yet, the sheer number of small enterprises that exist within most communities makes it almost impossible to have one-on-one contact with all of them. From an economy of scale perspective, it is hard to justify college personnel making calls on each business, especially when considering the small number of potential "students" (employees).

Instead, colleges have used a variety of needs assessment techniques with small business. Besides the traditional program advisory committees, there are marketing focus groups, formal and informal questionnaire survey methods, and telephone surveys. Most needs assessments techniques work best if aimed at specific target markets and if their focus is narrow. For example, a traditional mail sample survey can be directed toward small architectural firms to survey the computer software they currently use and its applications.

Community Resources

Working with the resources in the community is an effective way to gain insight into the needs of small business. Understanding the link between different resources and the college is extremely important.

Each community has a number of agencies, associations, institutions, and private enterprises that provide economic development services to small business. Typically, community colleges are supportive members of this economic development team. According to Crawford (1984):

We have a number of existing organizations whose primary function is economic development. We have local economic development groups, state economic development groups, local chambers of commerce, and so forth. We must remember that it is their primary function to promote economic development. Therefore, I see the community college as doing whatever it can to assist in backing up and providing needed resources to those organizations to enhance economic development of the area (p.6).

It is desirable, therefore, for a community college to take an annual inventory of the community resources and various types of products and services available to small business, and then compare the inventory findings with small business needs to see if the available services are meeting those needs. This process can become the basis for a collegewide development review of small business curriculum and for the possible identification of partnerships with other community groups.

A complete understanding of community resources helps colleges direct small business clients to the right source the first time. Feedback from small business entrepreneurs and owners indicates frustration in being directed to inappropriate agencies by well-intentioned advisers. If community colleges do not provide certain services needed by the small business person, then the college has an obligation to point that individual to the right source. Many government units provide referral publications and services for a variety of small business needs, including government procurement, exporting and importing, in-state supplier listings, and transportation licensing. Some states have created a small business ombudsman office where office staff represent the small firm in untangling the red tape encountered in state government departments. The office may also be able to answer questions about state laws or regulations.

The AACC Commission on the Future of Community Colleges underlined the importance of partnerships with community groups:

The collaborations with employers-industries, businesses, public employers, and organized labor groups for the training of the work force and the economic development of the community are among the most important recent developments in the community college movement. They make it possible for citizens of all ages to cope with a rapidly changing, highly technological world of work and for employers to survive in an increasingly competitive environment (1988, p. 38).

The potential for partnerships is unlimited. Successful partnerships, however, have several common characteristics. They should be mutually beneficial to both parties, tied to training needs of local businesses and students (employees), provide for upgrade training of existing faculty, and provide for a continued supply of up-to-date equipment through direct donation or consignment.

Many partnerships can serve small business. For instance, most colleges have partnerships with trade associations and labor unions

to provide apprenticeship training. Such programs allow the smaller firms access to the same training opportunities as larger companies. The programs also help the smaller firms retain qualified employees. Partnerships with large companies can benefit small business. Ford's ASSET program, Toyota's T-TEN program, General Motor's ASSEP, and other similar training programs provide local auto dealers with trained personnel.

Partnerships between community colleges and research universities or government agencies help transfer technology that can be applied to small business problems, giving a competitive edge. Examples range from development of highly complex advanced technical facilities to relatively simple exchanges of data and information through a communications network. Endeavors with the Small Business Administration, chambers of commerce, and professional organizations also aid the small business community. Examples of such collaborative efforts are advanced technology centers, business and industry incubators, and small business development centers. To the credit of the community college movement, current literature is filled with all types of cooperative arrangements.

College Products and Services

When considering products and services that community colleges can provide to enhance economic development, keep in mind that virtually every business is primarily concerned with profitability, productivity of employees, and the quality of employee performance (National Center for Research in Vocational Education, 1984).

Throughout this chapter, credit courses, noncredit courses, and other college programs have been referred to as "products and services" of the college. According to Linda Henderson, a training and education manager for Texas Instruments, "Colleges need to learn to operate in an industrial environment, to provide quality services the customer is willing to buy" (Kent, 1991, p. 33). For the college to be successful with small business, it is important to present the customers with a wide assortment of products and services from which they can choose. Some colleges offer specialized programs that serve specific economic development needs; the advanced technology center, business and industrial incubator, and small business development center are examples. In most cases where community colleges have such specialized operations, they are a result of collaborative community economic development partnerships. Whether a college pursues such collaborative efforts to serve the small business community is dependent on many consider-

ations, such as the nature and scope of the projects; short- and long-term benefit to the college; facilities and personnel cost; available funding sources; and college and community political goals and objectives.

When the number of subjects taught is taken into account and combined with the products and services list, it is clear that community colleges have much to offer small businesses. The challenge is matching services to needs. Listed below are some of the more common needs of small business:

- Training needs analysis to isolate a small firm's business problem, then provide proposals of practical and timely solutions
- Technical skills and knowledge to meet the global challenges confronting a small business
- Training services delivered in a variety of modes such as seminars, workshops, conferences, consultations, existing and customized credit or noncredit courses, teleconferences, and telecourses
- Degree and certificate options for small business employees, including apprenticeship training, occupational certificate programs, associate degree programs, and business and trade testing certification
- Adult Basic Education, company jobs needs match, job referral services, employment assessment testing, job development planning, and English as a Second Language
- Quality training ready to begin in a matter of weeks and, in some cases, days
- Trainers current in their field and committed to finding workable solutions
- Training sessions that meet the needs of employer and employee work schedules
- Quality training programs at reasonable rates (Metropolitan Community College, 1988)

College personnel may want to periodically make a list of all the products and services the college has to offer business and compare that list to the needs of its small business community. This information can then be used in curriculum modification or upgrading. When selecting products and services, small businesses require practical and timely solutions, not necessarily complex or expensive

ones. They also tend to want specific knowledge and skills.

Be an advocate of all college products and services that serve the needs of the small business. The strength of the college is in the ability to offer the most comprehensive variety of programs and services. Work with faculty, staff, outside consultants, and community groups in the modification or development of course and program offerings that benefit small business.

When identifying solutions, look first to existing products and services. If they are not suitable, consider modification. Look at how products and services can be mixed or matched to create a package. Additional products and services may be developed based on the individual community needs and college resources.

Community colleges should assure the local community that the latest technology advances will be available to all businesses. The cost of technical knowledge may appear expensive, but it is relative to the economic impact on the community. Should community college personnel consciously decide to postpone or delay new technology offerings based solely on relatively high program costs, the result may mean a loss of competitive advantage for the community's small business firms. In today's global marketplace, timely advances of new generation technology can place a business ahead of the competition and make a difference in the creation or expansion of high-paying jobs.

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CHAPTER SIX

Serving Big Business

By Frank G. Milligan

and

James I. McGuidwin



While many community colleges offer a complete menu of services for small businesses, they should not overlook opportunities for training and educating the work force of the powerful corporate sector. The challenges facing big business today—downsizing, outsourcing operations peripheral to its core business activity, and retraining and upgrading workers—are all areas in which community colleges can offer considerable expertise. If college officials grasp opportunities for serving big business, a new relationship can arise that is beneficial to the college, big business, and the economic development of the community.

However, crystallizing such a partnership requires overcoming essential differences in the lifestyles of academia and big business. While college life is relatively relaxed and autonomous, big business is fast-paced and dictated by a rigid structure. Traditionally, higher education customers (students) have enrolled for a prescribed program of courses over a prescribed time period, which culminates in the granting of a degree. Once students enroll, the college informs them of the appropriate requirements to reach their goals. This mindset of “we will tell them” must undergo a major transformation in order for colleges to make even initial arrangements with big business. Big business, profit-driven, demands that its needs are met—not the faculty’s, not the support personnel’s, not the college business office’s. Flexibility on the college’s part is essential.

Establishing a single point of contact for big business at the college helps foster partnerships. The corporate services office at Monroe Community College, New York, for example, serves as a liaison between big business and the college's resources, enabling requested resources to flow unencumbered to the customer. Such an arrangement assures that flexibility, efficiency, productivity, and timelines are enhanced through the teamwork of officials in one college office.

A corporate services office also lessens the likelihood of business-college cultural differences that could negatively impact the relationship and minimizes the influence of powerful college individuals and offices that may have more narrowly defined agendas. This model provides opportunities for both big business and the college to relate to each other most effectively and optimizes the development of quality, customer-oriented programs.

Big business has a wide variety of expectations and needs. To meet them, colleges may offer contract training through traditional as well as customized credit and noncredit courses. Programs can range from one hour in length to over 300 hours, depending on a firm's needs. Courses may be offered in the workplace, on campus, or at some other site, always at the choice of the firm. Courses must be offered at all times, covering all three working shifts, and start at any time during the calendar year. That is, they should be offered when the customer needs them.

Program delivery methods may include seminars, workshops, certificate and degree study, and any other form of packaging that a corporation may require. Depending on the big business, courses and programs may include basic skills and workplace literacy, upgrading of job skills, personal growth and development, supervisory skills, management techniques, assessment and testing, career planning, communication skills, technical training, etc. They can be one-shot efforts or recur as needed. In sum, the type of service, the time it's offered, and how often it's offered should meet big business needs and not be dictated by the convenience of the community college.

Instructors may be full-time and part-time faculty from the college, part-time consultants, faculty from other local colleges and universities, visiting faculty from out-of-state universities, and even employees from big business.

In programs at college facilities, it is of prime importance to have a classroom environment that includes comfortable chairs and tables, state-of-the-art laboratory equipment, and appropriate audio-visual

support. Big business will settle for nothing less than a quality learning environment that supplements a quality educational or training experience.

In sum, the needs of big business warrant a diversity and quality of responses. Flexible, results-oriented programs targeted toward specific work environments are what the community college will be expected to deliver. Anything less will be unacceptable, especially in today's dynamic, competitive, world-class business environment.

Responding to Big Business: Case Studies

Monroe Community College, serving Rochester and Monroe counties, New York, has an unusually large corporate manufacturing Fortune 500 base, which includes General Motors AC Rochester and Delco Products Divisions, Bausch and Lomb, 3M, Mobil, the Xerox Corporation, and the Eastman Kodak Company. Greater metropolitan Rochester is best known as the imaging and optics center of the world. It is from this high technology perspective that Monroe Community College forged a working alliance with its big business partners.

Recently a large Fortune 500 employer in the area requested that Monroe Community College develop two technology-oriented programs for two separate operating divisions in the company, the imaging/optical technology division and the chemical technology division. In both situations, the primary objective was to upgrade employees' existing skills. Since the firm was in the process of a major restructuring, including downsizing, training funds had been substantially reduced. The employer wanted an affordable, quick response that would be flexible and customized to meet its specific technical needs.

In the imaging/optical technology division, a group of technicians needed immediately to upgrade their skills in electro-optics to meet the company's new product quality standards. The firm's own training department had provided an estimated cost to develop and deliver the training, but it exceeded the imaging/optical technology division's budget.

The company asked the college to custom-develop a noncredit program to be offered in the plant with complementary laboratory work on campus during the day. The company also requested that a certain full-time MCC faculty member, highly experienced in the field, teach the program. Costs were to be kept to a minimum since the company's training budgets had been substantially reduced.

However, the faculty member already had a full teaching sched-

ule on campus. Also, the salary for this highly skilled instructor was high, and there were extra costs for course development. In addition, laboratory facilities during daytime hours on campus were at a premium.

College officials devised strategies for getting around these barriers. They consulted company representatives and created a schedule. Since this program could be designed before the college's semester began and would be noncredit in nature, faculty contractual requirements, specifically salary and workload, would not be an issue. Laboratory time was made available on campus early in the morning, and lecture hours were scheduled at the company's plant late in the day, at the company's request. The technical training required by the firm was eligible for funding through one of New York State's Centers for Applied Technology, and the college successfully applied for training funds on behalf of the employer in an effort to further decrease the total expenses to the firm. The company's contribution was paid time off for employees to attend the training sessions. After several meetings between the college's office for corporate services staff and company representatives, the program was tailored to meet the firm's needs and was offered over an eight-week period.

While meeting the company's training needs required flexible solutions, what is perhaps most remarkable for an academic institution is the fact that only two weeks passed between the company's request and the commencement of training. Being able to respond quickly to a firm is as important as being able to customize the program to specific needs.

Monroe Community College designed a second program for the company's chemical technology division. Officials at the firm indicated to their research lab employees that they would not be considered for promotion unless they had earned at least an associate degree. In order to assist employees in achieving that goal, the company requested an on-site certificate program in chemical technology.

The program would be credit-bearing and could be applied toward an associate degree. It would be offered at the workplace as much as possible, with companion laboratory work offered on campus. Costs would be minimal and support services would be responsive to the employees' schedules. Monroe agreed to provide academic support, such as assessment for basic skills, remedial coursework, academic advisement, library services, and a program orientation.

Because the program the company wanted was highly specialized and existing courses on campus had limited enrollment, the company and the college both expected that company employees and on-campus students could be consolidated into common course sections. However, achievement test results indicated that a large number of employees would require some developmental instruction before enrolling in the more advanced chemical technology courses.

The office of corporate services coordinated a cross-divisional effort providing a full range of academic support services to the employees. The college offered assessment, advising, registration, and bookstore services at the plant. Targeting remedial instruction as a specific need, officials there developed specific noncredit courses. New York State Department of Education economic development grant funds whittled down the cost. The costs to the firm for the credit course were minimal because tuition was state university-mandated.

Both the company and the college profited from this alliance. The company was offered a credit, results-targeted program at an affordable cost. The college benefitted by being able to offer the general public advanced-level courses that often are cancelled due to lack of enrollment.

Beyond Training: Partnerships to Build Community

Recent successes of program collaboration, along with the important role that work force training and education will play in the future of big business, give rise to unprecedented opportunities to develop further relationships between big business and community colleges. Demographics, globalization, and economic changes all underscore the importance of a well-prepared work force in order for employers to remain competitive.

Community colleges desiring partnerships with big business should be prepared to emphasize commitment to economic development and work force training as part of their mission. Willingness to make the investments necessary to continue developing mutually beneficial partnerships will send a clear and forceful message of support to big business. The benefits to both the community college and big business loom large.

In addition to offering customized credit and noncredit courses and programs, community colleges should consider new opportunities that will enhance alliances with big business, such as working together to improve public education. It behooves both partners to

develop ways to keep youth from dropping out of school and to support secondary education in preparing students for the world of work. Tech-prep, high school dropout, math-science enhancement, and cooperative education programs all work toward accomplishing this purpose.

Or, colleges could work with big business on initiatives such as jointly funding new academic programs that the community college otherwise could not afford to offer. Establishing jointly funded projects, including major efforts like advanced technology training centers, benefits all participants—employer, employee, college, and community.

Both partners must carefully and mutually develop the relationships that make the best sense for each. The future holds unlimited possibilities for cooperative initiatives, especially if they're based on quality programs, open communication, trust, long-term commitment, and shared vision and investment of resources. Community colleges serving big business will strengthen both and provide an important impetus to the economic development of their communities.

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CHAPTER SEVEN

Working with Labor Unions

By Evan S. Dobelle
and
James Mullen



cornerstone of American domestic policy must be new partnerships among government, business, education, and labor at the national, regional, and local levels that focus on the human infrastructure of our economy.

Like it or not, the American economy has entered what U.S. Secretary of Labor Robert Reich has termed "the era of human capital"—an era requiring a revitalized social contract that accepts a fundamental unity between economic and human development. In Reich's words:

In the era of human capital, an era that all industrialized nations are entering, high-volume, standardized production will to a great extent be replaced by flexible system production, in which integrated teams of workers identify and solve problems. This new organization of work necessarily will be more collaborative, participatory, and egalitarian than is high-volume, standardized production, for the simple reason that initiative, responsibility, and discretion must be so much more widely exercised in identifying and responding to opportunities in its rapidly changing environment, the flexible system enterprise cannot afford rigidly hierarchical chains of authority (1983, p. 246).

The federal government must play a fundamental role in linking

economic policies to the development of human potential. Its strategies related to taxation, money supply, social welfare, and education will provide the framework within which human capital develops.

Leadership at the federal level must also provide incentives and direct funding to encourage new partnerships among management, labor, school systems, colleges, government, business and industry, professional associations, social service agencies, and other institutions that have a vital interest in human capital. These partnerships will require an end to old arguments, old animosities, and old ways of doing business.

Economic policy in the United States must move beyond condemnation of other nations who are succeeding against us in world competition, beyond worn debates between Keynesians and monetarists, and beyond the myths of Horatio Alger. Otherwise our future strategies for economic development will be game plans for managing economic retrenchment.

America must unite around an entirely new and more comprehensive approach to education from kindergarten through training and retraining of adult workers. How can we develop a flexible, competitive work force when up to 50 percent of urban high school students drop out, when American employers strain to find entry-level workers with acceptable basic skills, and when the United States lacks any truly coherent national strategy for lifelong learning? And how can we conceivably ignore the time between birth and kindergarten when the latter is too often already the first stage in remedial education?

The dilemma of education in this country is well-documented, and its roots lie beyond the scope of this chapter. Its solution, more importantly, lies beyond the capacity of any single American institution—be it the federal government, the educational system itself, business and industry, or organized labor. The solution requires structural change and new forms of collaboration among institutions. Without such collaborative efforts, the United States will decline in the era of human capital.

Organized labor, for example, should continue to move toward collaborative strategies, particularly with education. No economic policy that emphasizes human capital and meaningful lifetime educational opportunities can succeed without the active participation of the labor movement. Despite declines in national membership, unions remain the basic linkage between millions of workers and the operations of the American economy.

The bond between worker and union is strongest at the local level, where organized labor's impact is most immediate and most personal. It is at the local level that job practices are most often adjusted, grievances are settled, and the quality of a worker's life is largely determined.

Thus, while the union leadership at the national level must support a successful human development strategy, it will be locals across the country that make the most direct and sustainable impact. And therefore, new institutional partnerships tailored to the labor force needs of American communities will be a foundation for the development of human capital.

Community Colleges as Educational Bridges

It is in fostering these new partnerships and sharing in them that community colleges can perform a unique service. As comprehensive academic institutions that are by definition community-based, community colleges can serve as "bridges" that bring often unlikely bedfellows together in new alliances to support economic and human development. Moreover, through their commitment to educational access and to programming that is responsive to local needs, community colleges combine a sound academic foundation with career programs that are geared toward a flexible, skill-intensive labor force. As Frank Falcetta, dean of community services and economic development at Middlesex Community College, Massachusetts, stated in an interview:

The strength of a community college is the realization that the needs of our markets are changing. This mandates us to provide innovative, accessible, low-cost educational services designed to meet a range of educational needs ranging from short to long term, career to transfer, credit to noncredit, traditional to nontraditional, youngsters to elders, and much more.

The potential of community colleges as bridges for economic and human development partnerships is evident in a series of collaborations that exist with organized labor. While partnerships between community colleges and labor unions can assume a number of different forms, six types have been particularly successful, according to Middlesex Community College Associate Dean of Community Services and Economic Development Christopher Brennan:

- Job training to allow union workers to advance in their companies or transfer to other positions within a firm
- Job training to allow union employees to secure jobs outside their existing company when their position is in jeopardy or they have already been laid off
- Career counseling and outplacement services for union workers affected by plant closings, corporate restructuring, or company layoffs
- Adult literacy services for immigrants with limited English proficiency or for those workers whose basic educational skills require enhancement
- Comprehensive labor studies programs that provide technical training, coursework, and information related to a variety of workplace issues and scholarly research into major labor-related questions
- Apprenticeship programs, which place students in workplace settings

While the community college can serve as a catalyst for creation of these initiatives and can provide the academic and program expertise to make them a reality, the union has a substantive role to play in the collaboration. Again, according to Brennan, this role can take on many shapes:

- Recruitment of participants (i.e., workers)
- Program management
- Instruction
- Curriculum design
- Policy making
- Funding
- Advocacy

Various collaborative permutations are found across the country. The following two examples demonstrate the potential of such programs to deliver economic development through human development.

Middlesex Community College is a multi-campus institution serving the 1.4 million residents of Middlesex County, Massachusetts. With campuses in the suburban communities of Bedford and Burlington and in the historic industrial city of Lowell, the college's service region is extremely diverse, including the high technology corridor of Rte. 128, the suburbs northwest of Boston, and several

smaller urban communities.

The college offers a comprehensive array of programs, and its community partnerships have earned national recognition for innovation—particularly in the areas of school/college collaboratives, international education, economic development, business and industry training programs, and contract education.

A centerpiece of the college's partnerships is a series of externally funded collaboratives focused on labor force development and job retraining. Each of these collaboratives plays to the college's strengths—strong program development capacity, an ongoing analysis of trends in regional labor markets, a highly successful track record in contract education, and a historically close relationship to a number of key agencies at the state and local level as well as to leaders in the corporate and civic communities. Building from the contract education programs managed through the college's Division of Business and Industry Programs, these initiatives are developed in close collaboration with management and labor as well as with state and local economic development officials.

Since the 1980s these partnerships have proven significant in easing the dislocations caused by periods of economic transition in Massachusetts—first to a high technology-based economy and then in the 1990-91 recession toward emergent industries such as biotechnology. Three such partnerships are illustrative of the Middlesex approach.

First, Middlesex has earned international recognition for its Software Technical Writing Program. The program, coordinated by Middlesex Associate Dean Caryl Dundorf, opened in 1981 as a response to widespread layoffs of teachers in the aftermath of a Massachusetts tax revolt and the resultant "Proposition 2 1/2," which limited the annual increase in local property taxes to a fixed percentage.

In response to a direct challenge from the head of the Massachusetts Teachers Association (the statewide teachers union, an affiliate of the National Education Association), the fiscally conservative Massachusetts High Technology Council joined with the union to develop a program to retrain displaced teachers to become systems software technical writers. Initially funded by the State Department of Occupational Education, the program has the distinction of having brought together a liberal union and a conservative professional association, according to Dundorf. With funding in place, documentation managers from Data General, Wang Laboratories, Digital Equipment Corporation, and others designed a curriculum that

responded to the needs of industry. The union contributed to development of the program through participation in its advisory committee, with labor's representative focusing on recruitment of candidates, general information dissemination, and (importantly) advocacy.

Since 1981, 12 cycles of the program have been completed, and 250 graduates have been placed in over 80 companies in New England and across the country. Corporations and economic development officials from as far away as Paris and Tokyo have inquired about the program model.

A second Middlesex collaborative, which bridged a number of public and private sector institutions including organized labor, was sponsored by the Alliance for Employee Growth and Development. Developed in 1988 as a partnership between American Telephone and Telegraph (AT&T) management, the International Brotherhood of Electrical Workers, and the Communication Workers of America, the alliance provided union members at AT&T with the opportunity to update their basic skills as well as to receive additional training not offered by the corporation and to participate in training outside their current occupations.

In 1989 Middlesex entered into the Alliance Career Development Partnership (ACDP), which provided central administration of a statewide career development effort on behalf of alliance members. One of seven community colleges participating in the initiative, Middlesex developed a highly personalized Career Action Plan (CAP), through which each participant works with experienced counselors to develop specific career goals. According to Brennan, the CAP sought to:

- Assist both active and laid-off workers to access individual career objectives
- Assess individual skills and aptitudes
- Pinpoint training and educational needs
- Enhance participants' awareness of career and professional opportunities and requirements
- Provide group sessions dealing with the challenges of career and personal transition
- Encourage participants to take control of their life planning
- Encourage participation in vocational, education, and training programs at the respective community colleges.

One hundred employees participated in the partnership at each

of the seven community colleges. The effort was particularly successful at Middlesex, where it fit into the college's model of a clearly defined, short-term career development and job training program targeted to evolving market needs. Similar partnerships have been developed for a variety of specific industries with the support of unions, local businesses facing transition, and state economic development, employment, and training agencies.

Another Middlesex partnership works with the Massachusetts Water Resources Authority (MWRA), a regional public authority managing greater Boston's water supply and water treatment. The goals and blueprint of the MWRA Career Counseling Program closely resemble those of the alliance. Central to the initiative's success is coordination, which ensures that the many groups—including MWRA management and union representatives—who have a collaborative role to play in course design participate in recruitment and program management. As Associate Dean Brennan summarizes:

Programs that focus on career development and related services for individuals in professional transition have become a major economic development tool for Middlesex. Be it in the printing industry or the high technology fields, Middlesex has developed a series of partnerships with government, management, and labor that are consistent with regional labor force needs and provide strong program models for other colleges in the United States. Their common denominators are the community college's capacity to serve as a bridge between critical actors and the willingness of those actors to go beyond traditional relationships and rivalries.

On the other side of the United States, San Francisco's City College has developed a partnership with organized labor that differs in emphasis and scope from the Middlesex model and is particularly well-suited to America's most diverse urban environment.

City College of San Francisco enrolls 91,000 students at eight main locations and 140 additional teaching sites. The college has earned national renown for its Labor Studies Department. Founded in 1973 and one of the first such departments in the nation, Labor Studies has been built around a collaboration between City College of San Francisco and organized labor in the Bay Area. The depart-

ment serves nearly 1,500 students annually, 85 percent of whom belong to a union.

The department offers a range of noncredit and credit classes, with the latter leading to an associate degree or certificate in labor studies. Courses in the interdisciplinary curriculum range from practical workshops on issues such as grievances and negotiations, to analyses of contemporary labor issues such as plant closures and the impact of technical change, to classes and seminars on labor law, the history of American labor, and the place of labor in art and literature.

According to Department Chair Barbara Byrd, the goals of the Labor Studies Department are fourfold:

- To provide the training in technical skills needed by union leaders and active members to exercise leadership in a rapidly changing labor relations system and society
- To make available information on workplace rights and protections for working people
- To provide participants with a broader understanding of the economic, political, and social frameworks of labor-management relations
- To provide participants with opportunities to improve their leadership skills for labor, government, and community work

Students include individuals who rely mainly on noncredit technical training to enhance specific skills. Such training is provided regularly in cooperation with a diverse array of unions throughout the Bay Area, including the Service Employees, the Postal Workers and Letter Carriers, and the Communications Workers of America.

A second group of students in the department pursue studies in the field of labor and industrial relations. Of this group, some transfer to a four-year labor studies program upon completion of an associate degree, while others move on to study law, economics, or business.

The foundation for the Labor Studies Department's success lies in its close collaboration with the Bay Area's labor movement. A Labor Advisory Committee, which includes members from all major local labor organizations and is chaired by the executive secretary-treasurer of the San Francisco Labor Council, plays a major role in program development and review.

In recent years, the department has moved aggressively to provide meaningful labor education for newly arrived immigrants. For example, to offer union orientation, workers' rights training, and English language classes to garment workers and custodians, grant funding was secured in partnership with the Northwest District Council of the International Ladies Garment Workers Union and the Janitors Union, Local #87 of the Service Employees International Union. Relying on a separate grant, the department has established model vocational education classes for members of the Laborers Union Local #261 and the Carpenters Union Local #222. Using funds from the Vocational Education Act, the department now offers a Workers' Rights curriculum in English, Chinese, and Spanish.

Whereas the Middlesex program emphasizes career counseling, job training, and retraining to meet emerging market needs, the City College Labor Studies Department focuses more broadly on labor and workplace issues as well as encouraging development of critical thinking skills.

Byrd explains that this broader, more holistic approach is vital to creation of a flexible work force:

We try to extend beyond purely technical programs. While we focus on technical skills, we also go further to encourage critical thinking. There is more to the workplace than technical skills—there are social relations, potential interactions, and a legal framework. All of these affect your ability to do your job. We need to do more than give people technical skills and send them out into the world.

The Middlesex and City College initiatives are but two examples of colleges who have entered partnerships with area labor unions that fit with both college strengths and local labor force needs. These and other programs like them should provide the foundation for a comprehensive, federally supported national network of partnerships between community colleges and organized labor.

While federal funds should encourage partnerships to support broad national industrial policy goals, individual collaboratives should retain their local focus and their flexibility. Moreover, incentives should be created to encourage new efforts by community colleges and local unions.

Partnerships to enhance high school vocational education programs offer particularly important opportunities for cooperation. For example, the new administration in Washington should trust its

instincts and support local efforts to develop innovative apprenticeships and 2+2 programs that create clear paths for high school students to achieve solid jobs. In addition, programs to provide alternative educational opportunities for high school dropouts should be supported, as should initiatives to support practical adult education in local communities. Expanded competitive federal grants similar to the Education Department's Title III program and possibly offered through the departments of Commerce and Labor would be a useful first step toward support of such local endeavors.

Most important, however, institutions in this country must look at new partnerships that encourage individuals to be more than a package of skills. Programs to enhance the capacity of workers to succeed in a complex, diverse workplace are vital to American economic policy in the years ahead. We will do well to remember the words of John Dewey:

All social institutions have a meaning, a purpose. That purpose is to set free and to develop the capacities of human individuals without respect to race, sex, class or economic status... (The) test of their value is the extent to which they educate every individual into full stature of his possibility. Democracy has many meanings, but if it has a moral meaning, it is found in resolving that the supreme test of all political institutions and *industrial arrangements* shall be the contribution they make to the all-around growth of every member of society (in Wirth, 1983, p. 79).

In order to pass the test that Dewey presents, our political, educational, and economic institutions must find new ways to encourage the growth and development of American workers as both skilled employees and well-rounded human beings. Community colleges, given their comprehensive nature and community focus, have a special role to play in this effort. Their robust potential is, we believe, indicated by the partnerships currently growing between community colleges and other institutions such as organized labor across the country.

The challenge to America is clear. If we lack the will to develop an economic gameplan built upon new strategies and partnerships in support of human development, then the next generation will rightly hold us accountable for a continuing decline in the era of human capital. Or we can choose to succeed by taking the necessary action to ensure that our educational, economic, and political insti-

tutions encourage the growth and development of American workers as both skilled employees and well-rounded human beings.

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CHAPTER EIGHT

The Fund Raising and Economic Development Linkage

By G. Jeremiah Ryan



It is a classic "chicken or egg" question for many community colleges: which comes first, successful economic development partnerships or successful corporate fund raising? It really doesn't matter which comes first, but it does matter that the linkage of the two activities not only be understood, but also cultivated. The principle is simple: a satisfied training client is an excellent fund-raising prospect, and a well-cultivated donor is an excellent training program prospect.

Fund raising in community colleges is a relatively recent phenomenon. In the early years and through the 1970s, public money and huge enrollments usually meant financial security. In the 1980s scarcer public funds and the leveling off of enrollments meant that community colleges had fewer discretionary dollars with which they could mold their own special programs. The move to establish separate nonprofit fund-raising foundations at community colleges began in the 1960s, gathered some steam in the 1970s, and then took off like a rocket in the 1980s. Today, it is estimated that over 800 community colleges have foundations.

Although strong in numbers, community college foundations appear to be weak in productivity. Many have had false starts. Many have languished because of lack of interest or even hostility by the very colleges they were designed to assist. Fears of trustee-foundation conflict have hampered operations. Most community colleges

have not had, until recently, organized institutional advancement programs that could staff the fund-raising effort. Community college presidents have, as a rule, not seen fund raising as one of their top priorities. Fear that the community would not be supportive has inhibited the progress of many foundations. Yet, for the institutions that have been able to overcome these problems, the rewards have been very gratifying.

Each year the Council for Aid to Education publishes a report that documents the fund-raising results of colleges that respond to its survey. An analysis of the past five annual reports reveals that among community colleges with sustained programs, i.e. that reported every year, successful fund raising has occurred (see Figure 1).

FIGURE 1

CAE Sustained Success: FY 1986 - FY 1990

<u>College</u>	<u>Total FY 86-90</u>
Miami-Dade Community College, FL	17,257,819
Edison Community College, FL	13,079,535
St. Petersburg Junior College, FL	11,305,346
Dallas County Community College, TX	7,604,692
Harrisburg Area Community College, PA	5,371,082
SUNY - Broome Community College	4,038,149
Lorain County Community College, OH	2,967,539
Rock Valley College, IL	2,823,883
Des Moines Area Community College, IA	2,186,284
SUNY - Jamestown Community College	1,849,142
Northampton County Community College, PA	1,645,968
College of Lake County, IL	1,592,700
SUNY - Cayuga County Community College	1,568,886
SUNY - Suffolk County Community College	1,323,088
SUNY - Ulster County Community College	993,898
SUNY - Mohawk Valley Community College	696,721
SUNY - Nassau Community College	636,728
SUNY - Jefferson Community College	547,205
SUNY - Tompkins-Cortland Community College	544,657
Fort Scott Community College, KS	523,649

Source: Council for Aid to Education

How have these community colleges raised their money? Primarily from corporate donors. For the past few years, the gifts by business to community colleges have far outstripped all other donors. The corporate share, however, has actually decreased since 1986, as giving by other sources has increased (see Figure 2).

FIGURE 2			
Community College Changes in Support FY 1986-90			
<u>Source</u>	<u>FY 1986 (percent)</u>	<u>FY 1990 (percent)</u>	<u>Change</u>
Alumni	1.8	2.9	+1.1
Friends	29.8	27.7	-2.1
Corporations	43.9	35.9	-8.0
Foundations	13.0	17.0	+4.0
Other	11.5	16.6	+5.1
Source: American Association of Fund Raising Counsel and Council for Aid to Education			

Corporate giving to community colleges is more than 50 percent greater, as a percent of total giving, than contributions by business to all of higher education (see Figure 3).

FIGURE 3		
Total Voluntary Support by Source FY 1990		
<u>Source</u>	<u>All Higher Education (percent)</u>	<u>Community Colleges (percent)</u>
Alumni	26.5	2.9
Friends	22.8	27.7
Corporations	22.0	35.9
Foundations	19.4	17.0
Other	9.2	16.6
Source: American Association of Fund Raising Counsel and Council for Aid to Education		

What are the keys to success in raising money from corporate donors? A president who is willing to ask. A staff who will do the research necessary to make a reasonable request. A connection with the potential donor. A history of responsiveness to business and industry. Again, the linkage appears.

Since the 1984-85 reporting year, when corporate giving to community colleges totaled \$10,017,000, successful programs have moved the total to \$19,643,000 reported in 1989-90. All giving to community colleges was \$59,476,000 in 1989-90 compared to \$37,328,000 in 1985-86.

Presidents who have been successful at raising corporate dollars report the effective strategy of having three requests when they meet with the corporate CEO. First, consider a gift of cash for the purpose of greatest interest to the company; second, consider a gift of equipment so the college's students will be trained using tools important to the company; and third, consider contracting for employee development training. It is a cold-hearted CEO who can muster the energy to say no three times to an earnest and well-prepared college president.

When community college foundations are in their start-up phase, early successes are very important to motivate staff and volunteers and to overcome skepticism by trustees and faculty. Vendors, major employers, and training contractors know the institution and respect its product. They are excellent prospects for initial fund raising. It is important to them that the fund-raising program succeed because it will help provide the extra measure of resources or the margin of excellence that will enhance their business partner. Everyone wants to work with a winner!

Who should sit on the board of directors of community college foundations is often a thorny issue. Controversy rages as to the representation of college trustees, faculty, alumni, special community interest groups, women, and minorities. To be maximally representative of the college it seeks to support, the foundation membership should be as diverse as possible. To be effective in doing what the foundation was created to do, raising money, the board of directors should consist of people who can either give or get. The principal officers of vendors, major employers, and corporate training partners are great prospects for foundation seats. Serving on the foundation will help them better understand the college and will lead to more business partnerships and annual financial gifts not only from the company, but also from the individual.

FIGURE 4

Community College Fund Raising Potential

	Area College Characteristics	Organization	Program	Benefit
High Potential Program	Urban/Large suburban population. Significant number of graduates in community. Significant mix of manufacturing and other businesses. Significant enrollment. Willingness to expend significant institutional funds for staff support.	Classic organization, headed by chief development officer with two to three professional staff. Large foundation board comprised of influential corporate and community types. President is key to success. Staff make the process professional.	Approach alumni, parents, non-alumni, corporations and foundations. Conduct annual, corporate, foundation, special/capital and planned giving programs.	Scholarships, staff development, institutional equipment, innovative programs, buildings, endowments
Medium Potential Program	Small to mid-size suburban population. Moderate number of graduates in area. Moderate enrollment. Economy is largely small businesses, perhaps one or two significant manufacturers.	Development function as part of grants/contracts/resource development area. Large foundation board comprised of influential corporate and community types. Reliance on volunteer (foundation board) assistance. Staff coordinates the process.	Approach businesses and community foundations.	Special projects and scholarships
Low Potential Program	Rural population. Few graduates in area. Small to moderate enrollment. Economy is agribusiness or small business dominated.	Private fund raising limited in scope. Foundation board is moderate in size but may be comprised of the most influential people in the area.	Special Events.	Scholarships and special projects.

The community colleges with successful fund-raising programs today obviously understand the economic development/fund raising linkage because their major donors are often also their major corporate partners, because their foundation boards are populated by key corporate people with whom the college does business, and because the biggest share of their fund raising comes from the business community. Figure 4 indicates how community colleges new to fund raising might assess their potential. It is important to note that many exceptions to the model exist. Some large, urban community colleges have failed to raise money while some small, rural colleges have raised millions.

Of course, successful community colleges have identified several other important preconditions to successful fund raising: respected academic programs and the existence of a chief development officer.

For community colleges that want to begin an aggressive fund-raising program, the message is clear. Begin with the understanding and cultivation of the economic development/fund raising linkage, and the program will have a high potential for success.

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